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SPECIAL COMMITTEE ON PEACE-KEEPING
OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

Addendum

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CANADA

[Original: English]

[15 April 1991]

1. General

Canada was very satisfied with the work of the Special Committee on Peace-keeping Operations during the 1990 session. We were pleased to see its recommendations adopted by the General Assembly in resolution 45/75 of 11 December 1990 and look forward to the opportunity to follow up some of the suggestions made therein. We particularly welcome paragraph 28 of the resolution which invited Member States to provide further observations and suggestions, with particular emphasis on practical proposals. We fully agree that the Committee should focus on a short list of priority items which have as their aim enhanced effectiveness of operations. At the same time, we feel it necessary to take stock of issues and projects initiated over the past two years and see where more follow-on work might be done. It is in that light, i.e., the need to consolidate progress on earlier matters and to identify practical concerns for future action, that these comments and suggestions are submitted.

2. Review

Canada wishes to thank the Secretariat for its efforts over the past two years. A number of very useful reports and documents have been provided which have contributed handsomely to the actual and potential management of peace-keeping operations. We look forward to the early completion of the project, initiated by the Secretary-General and welcomed in resolution 44/49 of 8 December 1989, concerning a set of standard operating procedures for use by missions. Resolution 45/75 of 11 December 1990 also makes reference to a number of ongoing projects. Again, we welcome the initiative of the Secretary-General in preparing a model agreement between the United Nations and Member States contributing personnel to peace-keeping operations. When complete, this will be one more example of the move towards better management of operations. There are two other reports under preparation by the Secretariat whose early completion would greatly enhance the work of the Committee this year. We refer to the report on the United Nations Transition Assistance Group (UNTAG) operation and the factual report of the Secretariat units dealing with peace-keeping operations. These reports are essential in order to allow the Special Committee to contribute meaningfully to advances in peace-keeping. Some of these points will be referred to below. We look forward to the comments of other Member States and groups of States with reference to the employment of high technology. In particular we would welcome any studies which would complement the one conducted by Canada last year on overhead remote sensing. Finally, we are anxious to hear the views of the Secretary-General on the question of appropriate recognition for United Nations peace-keepers, particularly in the light of the award to them of the Nobel Prize in 1988.

3. Finances

Canada's position on the question of funding peace-keeping operations is well known and need not be repeated here. We also do not wish to deal with specifics which are properly the purview of other Committees. Nevertheless, we feel that there may be merit in discussing the following points in the Special Committee:

(a) Financial Procedures. Specific financial arrangements between the United Nations and Member States are established for each mission. Canada would welcome discussion on this issue with a view to standardizing the arrangements to the extent possible. Agreed definitions and procedures, particularly with regard to recoverable and non-recoverable costs, would be a great help to Member States. It is possible that this aspect will be covered in the model agreement between the United Nations and Member States being prepared now by the Secretariat. We would welcome that approach and again look forward to that document being finalized;

(b) Working Capital Fund. The recent increase in the scale and number of peace-keeping operations has highlighted the need for adequate financial reserves to cover start-up costs. Thought should be given to practical means for increasing the Working Capital Fund without placing an unfair and inequitable burden on those Member States which traditionally pay their assessed contributions in full and on time;

(c) Liaison with Fifth Committee. The Special Committee may wish to consider methodologies for closer liaison with the Administrative and Budgetary Committee. It may be mutually beneficial to conduct cross-briefings on the political and operational purposes behind Special Committee recommendations, on the one hand, and the practical limitations of fiscal and administrative reality on the other.

4. Training

We welcome the work done by the Secretary-General in providing to nations the document entitled "Training guidelines for national or regional training programmes". We encourage the Committee to follow up on this important work and examine other ways in which the Secretariat could assist in the coordination of national and regional peace-keeping programmes with an aim of identifying sources of training or training expertise to nations which are in the process of developing peace-keeping programmes. The Secretariat might make suggestions on ways to provide an international element to existing programmes where appropriate.

5. Requirements

On 21 May 1990 the Secretariat issued a questionnaire to Member States as a follow-up to the Secretary-General's Report on requirements for United Nations peace-keeping operations (A/45/217). The purpose of the questionnaire is to provide a registry, indicative in nature, of potential contributions by

Member States of personnel, material and technical resources and services. We would be very interested in learning from the Secretary-General the response to the questionnaire and the subsequent compilation of a registry. Because the registry will need continuing updating in any case, we strongly recommend that the next version of the questionnaire include the matter of civilian resources which States might make available. This action would allow better utilization of the information contained in the Secretary-General's Report on the use of civilian personnel in peace-keeping operations (A/45/502).

6. Preventive peace-keeping

The time has come to have a full and open discussion on the possible expansion of traditional "after the fact" peace-keeping to a more proactive role in the prevention of conflict. Recent world developments have demonstrated possible scenarios where prior deployment of peace-keeping elements may have prevented the outbreak of conflict. Some thinking has been done in this area already, ranging from the dispatch of a good offices mission of the Secretary-General through to full-scale deployment of armed troops. The Special Committee should continue to exchange views on this question.

7. Secretariat

As mentioned earlier, Canada looks forward to the factual report describing the responsibilities, functions and structures of the various Secretariat units dealing with peace-keeping operations. That report should help Member States determine which agencies are responsible for which facets of operations. It should also allow for constructive suggestions from States, should any be required, and perhaps, identify ways in which States can assist.

8. Stockpiling

Canada welcomed the Report of the Secretary-General on the feasibility and cost-effectiveness of a reserve stock of equipment and supply items for United Nations peace-keeping activities (A/45/493/Add.1). We have noted the report of the Advisory Committee on Administrative and Budgetary Questions (A/45/801) which makes some recommendations on sources of equipment and funds. In that regard we also note, at paragraph 30 of that report, some possible confusion between the intent of the Secretary-General's questionnaire on requirements, and a resulting indicative registry, and the concept of a reserve stock. For that reason we feel that the item should be studied further.

9. Informal consultations on operational and technical matters

Paragraph 23 of resolution 45/75 encourages States contributing personnel and other interested States to hold informal consultations, as appropriate, on operational and technical matters relating to the practical aspects of peace-keeping. These consultations have begun, have produced some results but need more focus. We suggest that this session may wish to identify topics which can be more easily and effectively handled in the informal sessions.

For our part we would like to see discussion on, for example: the current situation regarding status of forces agreements between missions and host States; creation of a register of national, regional and international seminars, symposia, etc., related to peace-keeping; creation of a register of national and regional training programmes; and possible use of that informal forum for the conduct of briefings on current and potential operations.

CUBA

[Original: Spanish]

[11 April 1991]

Concerning any studies done on the possible application of high technology to peace-keeping operations, we consider that the following should be made very clear:

- The high technology must be used under the direction and direct supervision of the United Nations and not of the country or countries offering such services;

- The findings on the application of such technology must remain in the hands of the United Nations exclusively, and once the problem that had required the presence of the peace-keeping forces is resolved, those findings should be handed over to the legally constituted authority in the country in question or in the countries concerned;

- Very specific rules must be established for the application of high technology, in order to ensure that it will be utilized only to secure whatever information may be needed by the United Nations for the fulfilment of the obligations it has assumed, and not for other purposes;

- The application of high technology to peace-keeping operations must have the consent of all the parties to the conflict, and the United Nations shall under no circumstances impose it;

- High technology shall be utilized only in those cases where it is very clear that it will enhance the efficiency of the peace-keeping operations and reduce related costs;

- A separate decision to use high technology in peace-keeping operations shall be taken in each individual instance, taking into account the specific characteristics of each operation as well as the foregoing considerations.

On the matter of the further development of activities under peace-keeping operations, we feel compelled to insist that the operations can

only be carried out in the traditional fields thus far approved by the General Assembly or the Security Council, and that peace-keeping operations must not be allowed to extend their sphere of action to other fields such as drug trafficking control, election supervision or terrorism control, inter alia, which might violate State sovereignty.

Moreover, we believe it necessary to emphasize how unnecessary and costly it would be if the United Nations were to maintain a reserve of military matériel of its own for possible use in peace-keeping operations. Such matériel should be supplied by the countries participating in a given operation, in proportion to the assessed needs.

It is also necessary to underscore that, if peace-keeping operations are to achieve the desired results, it is indispensable for all the parties to agree on the mandate and role to be fulfilled by the peace-keeping forces and on the activities to be conducted in the places to which they are assigned, in accordance with the statement of the President of the Security Council of 30 May 1990.

We also consider it important for the Secretariat to make as broad and comprehensive a study as possible of the participation of the Secretariat units involved in peace-keeping operations in order to avoid duplication and unnecessary costs in human and financial resources, and for the operations to be organized and serviced as rationally and efficiently as possible.

The final structure adopted should be functional, and as inexpensive as possible, while still allowing some flexibility where necessary, at a given time and for a specific operation, to make certain needed adjustments.

To ensure that the developing countries receive the necessary compensation for their participation in peace-keeping operations, the funds available for the purpose at the United Nations must be granted in a certain order of priority, allocating them first to the countries in the worst economic straits.

To reduce the costs to the Organization of conducting peace-keeping operations, all necessary steps should be taken, in agreement with the parties to the conflict, to guarantee that the peace-keeping operations conclude their activities in the shortest possible time, so as not to prolong them unnecessarily. Such steps should include in particular action to resolve the problems that led to the situation requiring the peace-keeping operation in the first place.

The great Powers had an important role to play, and they should refrain from blocking a solution to the difficulties in the area of conflict, so that the interests of the parties concerned are taken into account as a matter of priority, and not other extraneous interests.

We likewise consider that, to facilitate the work of the Secretariat, the interested countries should submit sufficiently in advance the names of

experts and institutions able to assist it when appropriate to conduct certain studies on peace-keeping operations, with an indication of how these studies would be financed.

Regarding the rotation of the forces taking part in the peace-keeping operations, the matter should be studied carefully in order to determine specifically how this is to be done in the case of each operation, giving adequate consideration to the whole combination of factors involved, both economic and humanitarian.

Lastly, we also believe that not all the countries participating in peace-keeping operations should be obliged to make military resources and equipment available to the United Nations for the conduct of the operations, but that some might supply only military or civilian personnel.

CZECHOSLOVAKIA

[Original: English]

[25 March 1991]

The Czech and Slovak Federal Republic supports the institution of peace-keeping operations. We view them as an effective instrument which serves the fulfilment of one of the main United Nations tasks - to strive for the preservation of international peace and security. Especially during the last years the considerable possibilities of such operations in the settlement of international crises and conflicts have become evident.

It is an important task of our foreign policy to take an active part in the elimination of hotbeds of tension and in the building of relations of friendship and cooperation among nations. Our support to and participation in United Nations peace-keeping operations are one of the ways and means of implementing this goal. Twenty Czechoslovak military observers took part in the United Nations Transition Assistance Group (UNTAG) operation in Namibia. Seven observers constitute our participation in the United Nations Angola Verification Mission (UNAVEM). Last year we opened a training centre of our own for the purposes of peace-keeping operations. Now we have available for action 92 military observers and a complete battalion-strength unit. We are capable of participating directly as a troop-contributing State in any future planned peace-keeping operation, be it in Cambodia, Western Sahara or elsewhere.

In spite of not being presently a member of the United Nations Special Committee on Peace-keeping Operations, we carefully follow its activities, striving to do our part in contributing to the solution of questions within its competence. Czechoslovakia appreciates the outcome of the work of the Special Committee's session held last year. Useful also is the summary of proposals of Member States on peace-keeping as contained in the appendix to the Special Committee's report (A/45/330). It is our opinion that the

forthcoming session of the Special Committee should already concentrate on a deeper consideration of a smaller range of questions.

We rate positively the activities carried out by the Secretary-General and by the whole Secretariat during the last year: the working out of a model status-of-forces agreement for peace-keeping operations, of the report on the use of civilian personnel in peace-keeping operations, as well as of the training manuals for peace-keeping. We believe also that the standard operating procedures for peace-keeping will be completed within a foreseeable time and that other requirements contained in last year's General Assembly resolution 45/75 can be met as well.

As a country seeking a substantially broader engagement in peace-keeping operations, we devote great attention to their financial aspects. While not excluding other sources of funding, we wish to express our conviction that, pursuant to Article 17, paragraph 2, of the Charter it is the subject of collective responsibility by all Member States to cover the costs of peace-keeping operations in cases where the Security Council has decided specifically that such costs are to be covered by all United Nations Members. We regard it as necessary to underline the importance of proper and timely fulfilment of this duty. Also, efforts must be made to achieve a maximum degree of effectiveness and purposefulness in spending funds for peace-keeping operations. This would be facilitated, inter alia, by the solution of the question of standardization and by a wider use of high technology in peace-keeping.

Czechoslovakia fully supports the Secretary-General's long-term policy designed to achieve a broadest possible involvement of the Member States in peace-keeping operations such as, for example, in the case of the UNTAG operation. One of the possible ways to follow up in this regard is, in our view, a rotation among the troop-contributing States, particularly as regards long-term operations.

We regard the holding of regional seminars with the participation of Secretariat officials as a useful form of exchange of practical experience with peace-keeping operations. We will also welcome the holding of training seminars on the solution of specific problems connected with the training of troops for peace-keeping operations.

We look with interest upon the Austrian proposal to establish an ad hoc committee of the Security Council under Article 29 of the Charter to assist and advise the Council in the performance of its functions with regard to each peace-keeping operation which would be composed of five permanent and five alternating Security Council members and of five present or potential troop-contributing States.

There are also possibilities to extend the use of peace-keeping operations to reach new areas. However, it is our view that the limits of such extended use must be carefully considered and that a distinction must be made between peace-keeping operations and other forms of United Nations

activities. In this context, we would welcome the Special Committee's focusing its work also on the subject of the legal definition of such operations.

We see good prospects for a combining of the peace-keeping and peacemaking functions. As special preventive and confidence-building measures in volatile areas the United Nations peace-keeping operations could be an effective tool for preventing the outbreak of armed conflicts.

Prior to the commencement in 1991 of the work of the United Nations Special Committee on Peace-keeping Operations, the Czech and Slovak Federal Republic would like to express the conviction that it will be possible to achieve such results as to contribute to a further development of the institution of peace-keeping operations and thus to a strengthening of the role of the United Nations in preventing and resolving conflicts.

JAPAN

[Original: English]

[11 April 1991]

1. The Government of Japan is pleased to note the worldwide growing interest in peace-keeping operation activities and expresses its satisfaction with the results of the last two discussions on the subject conducted by the Special Committee. The Government of Japan would like to propose that two issues be included in the agenda for discussion this year. These are:

- The role of civilians;

- The new areas of peace-keeping operation activities.

2. The role of civilians

The Government of Japan appreciates the very important report of the Secretary-General on the use of civilian personnel in peace-keeping operations (A/45/502). Based upon his report, the Government of Japan is interested in a discussion on strengthening the logistic cell for election observer missions which are expected to work in remote areas.

- In order to give a sense of security to the election observers, is it advisable to have military components in the logistic cell?

The Government of Japan believes that the training of civilian personnel is of vital importance and should be discussed by the Committee. Would it be possible to train the civilian units which are to replace the military units at the training centres of Nordic countries?

2. The new areas of peace-keeping operation activities

The Government of Japan believes that peace-keeping operations should be treated as flexible activities. Not only is the rather rigid definition of the peace-keeping operations which has developed over time not necessary, it is also harmful. On the other hand, it would be helpful if the Special Committee provided some rough guidelines on the areas of peace-keeping operations which it is to discuss. At this time, peace-keeping operations are expanding their activities to several new areas, with the result that there is some confusion as to the concept of peace-keeping operations.

For example:

Should the proposal regarding election observers made by the United States in the Third Committee last year be discussed in the Special Committee?

Should the commission on reparations or the Special Commission on the destruction of weapons of mass destruction established by Security Council resolution 687 (1990) be discussed in the Special Committee?

Are the peace-making operations to be included in the discussions of the Committee?

UNION OF SOVIET SOCIALIST REPUBLICS

[Original: Russian]

[10 April 1991]

The expanding dialogue on the role of the United Nations during the period of transition from the "cold war" to a qualitatively new system of international relations reflects the increased interest of States in the active involvement of the machinery of the United Nations in establishing a stable world order. It is noted with deep satisfaction in the Soviet Union that the atmosphere of constructive cooperation now prevailing in the Security Council and in the United Nations as a whole opens up unique opportunities for comprehensive exploration of the Organization's peacemaking potential, first and foremost by means of enhancing the effectiveness of peace-keeping operations. It is important to strengthen and develop these trends in the Organization's activities.

The Soviet Union's positions of principle with regard to wider use of the Organization's peacemaking potential were further developed in the ideas contained in the memorandum entitled "The United Nations in the post-confrontation world" (document A/45/626), which was introduced by the delegation of the USSR at the forty-fifth session of the General Assembly, and also in the joint statement by the USSR and the United States entitled "Responsibility for peace and security in the changing world" (document A/45/598).

It is noted with satisfaction in the Soviet Union that last year the active and concerned cooperation of States within the Special Committee on Peace-keeping Operations crystallized the progress achieved to providing a broad range of recommendations on how to improve the machinery of such operations. The implementation of these proposals, which were reflected in General Assembly resolution 45/75, would facilitate a more thorough working out of the conceptual approaches to this issue, and to a perception of the prospects for the further development of United Nations operations.

The Soviet Union considers that the renewal of the Security Council's role in settling regional conflicts was apparent from the innovative use of the armed forces and the United Nations observers. The peace-keeping operations carried out by the United Nations not only helped to localize dangerous situations, but were also helpful in resolving a number of conflicts by means of national reconciliation, free elections, the establishment of representative government and the provision of humanitarian assistance and international guarantees.

However, as events in the Persian Gulf have shown, the world, which is going through a period of radical transformation, is still not secure against the danger of destabilization. The lessons of the Kuwait crisis highlighted the pressing need to concentrate the efforts of the United Nations, and first and foremost those of the Security Council, on preventing the emergence of conflicts. Timely identification of developing tension would enable the world community to take preventive measures to defuse an explosive situation. Peace-keeping operations are called upon to play a major role in enhancing the preventive potential of the United Nations.

In the interests of timely identification of "flashpoints", a practical review could be undertaken within the United Nations of the question of establishing United Nations observer posts in regions of tension, sending fact-finding missions, and arranging for comprehensive information-gathering and expert appraisal of the situation developing in those regions.

From that point of view it would seem useful to establish a United Nations multilateral centre for reducing the risk of war, which would act as an operational link between the Headquarters of the Organization and the capitals of the States which are permanent members of the Security Council, and with the bodies responsible for collective security in various regions of the world.

The machinery mentioned above could be supplemented by the establishment within the Security Council of a group of experts on emergency actions to deal with mass hostage-taking, terrorism and cases of blackmail involving the use of highly dangerous types of weapons.

Effective implementation of preventive measures presupposes the use of the latest technological resources, including satellites, radar, sensors and night-vision equipment. The use of such apparatus would also reduce the cost of carrying out the operations.

It would seem to be useful, particularly in the light of the lessons learned from the Persian Gulf crisis, to have an itemized review of the whole range of issues involved in the eventual establishment, under Chapter VII of the Charter, of an integrated operational mechanism for reacting to acts of aggression and threats to international peace and security.

Taken as a whole, the specific features of the most recent United Nations operations in Namibia and Central America, with the participation of military, police and civilian personnel, testify to the view that multifaceted operations will become the priority trend in the United Nations peacemaking functions. Such an approach makes it essential to work out the question of the institutionalization in one form or another of the machinery of United Nations operations, and also the question of laying a solid legal foundation for the activities of United Nations peace-keeping forces. Taking that as its starting point, the Special Committee could go on to draft a detailed document, such as a Declaration, which would encompass the basic organizational aspects of the conduct of United Nations operations and would contain recommendations aimed at enhancing their effectiveness. This document would provide a synthesis of the positive experience gained and the new trends in the development of United Nations peacemaking activities. The elaboration and subsequent adoption by consensus in the General Assembly of such a document, which would amplify the positions set forth in the statement by the President of the Security Council on 30 May 1990, would provide valuable support for the activities of the Security Council, and also those of the Secretary-General, in that field. Such substantive action on the part of the two principal organs of the United Nations would have a cumulative effect on the whole process of giving effect to the peacemaking potential of the United Nations, and would significantly strengthen the role of the machinery of United Nations operations in establishing a new world order.

Of course, in practical terms the prospects for using United Nations operations on a permanent basis will depend on solutions being found to a whole series of questions linked, for example, to the establishment of a reserve of United Nations forces, resources for logistical and technological support, and a universal system for the international training of military and civilian personnel.

Detailed discussion of these issues could usefully draw on the substantive reports prepared by the Secretary-General on the requirements for United Nations peace-keeping operations (A/45/217), on the feasibility and cost-effectiveness of a reserve stock of equipment and supply items for United Nations peace-keeping activities (A/45/493/Add.1), on the use of civilian personnel in peace-keeping operations (A/45/502), on standard operating procedures for peace-keeping operations (A/45/602), and on a model status-of-forces agreement for peace-keeping operations (A/45/594).

The Soviet Union is in favour of broadening the range of suppliers of material and technical resources and of various kinds of services for the needs of the United Nations. In May 1990, a Secretariat representative was given a demonstration of samples of engineering, logistical and other

equipment which the USSR could supply in the required quantities. Moreover, the Soviet Union would be prepared to consider the possibility of making available, on commercial terms, several types of military aircraft to be used by the United Nations in aerial monitoring for the purpose of carrying out preventive functions and conducting verification measures.

The success of United Nations operations will depend to a considerable extent on the level of training of personnel. In that regard, the training manuals prepared by the Secretariat for national and regional training programmes could be useful. Consideration might also be given to the idea of organizing internships, both in the relevant subdivisions of the Secretariat and in the "field conditions" of ongoing operations, for specialists involved in the training of personnel for peace-keeping operations at the national level.

In response to the General Assembly's recommendation on the holding of national and regional seminars on United Nations peace-keeping operations, in May 1990 the Soviet Union held, for the first time, an international seminar in Moscow which facilitated a broad exchange of views on United Nations peacemaking activities, in which experts on both the theoretical and practical aspects of the subject took part. A mechanism for bilateral consultations on United Nations operations, in particular with the countries of the North, is being set up. The Soviet Union intends to continue to make its contribution to the exchange of experience in that area at various levels.

Consideration should also be given to problems related to the new and important field of activity, namely the Organization's participation in the holding and monitoring of free elections, both as part of its ongoing operations and at the request of individual States. Work in this area could include the conceptual elaboration of parameters for the Organization's participation and the definition of criteria for the potential involvement of United Nations personnel.

In the opinion of the Soviet Union, the time has come to improve the coordination among the various subdivisions of the Secretariat involved in United Nations operations and to ensure better relations between the Secretariat and the States supplying contingents. The Special Committee's consideration of that issue on the basis of the Secretary-General's report would make it possible to eliminate overlapping and duplication of work in various sections of the Secretariat and to regulate the planning, preparation and conduct of United Nations operations.

The Special Committee should continue to consider the issue of strengthening the financial basis for United Nations operations. It should decide, first of all, on ways of reducing, to the greatest extent possible, the time-frames for such operations, ascertaining the minimum military and civilian staffing requirements, exercising strict economy and making rational use of the resources allocated. Assessed contributions should be paid in full and on time. The costly presence of United Nations forces should be accompanied by increased efforts to achieve a speedy political settlement of

the regional conflicts in question. Consideration should be given to alternative means of financing United Nations operations, which could supplement the usual practice of assessed contributions, in particular the use of voluntary contributions, including contributions from major transnational corporations, non-governmental organizations and private sources and the holding of regional and international fund-raising campaigns for United Nations operations. The recipient countries could contribute more actively to the creation of the appropriate conditions which could help reduce the cost of maintaining United Nations forces in their territories, particularly in the initial stages of an operation. The recipient countries could have the particular responsibility of defraying the costs of the Organization's participation, at their request, in monitoring the conduct of elections. Concerned States and regional organizations could also make a substantial contribution to reducing the costs of United Nations operations.

The Soviet Union is prepared to engage in a constructive discussion at the forthcoming session of the Special Committee on Peace-keeping Operations, on the whole range of issues related to the study of optimum ways of enhancing the effectiveness of United Nations peacemaking mechanisms.